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ABSTRACT

The STEPPES Project (Strengthening Planning and Management Capabilities in the Educational Sector) is a 4-year staff training effort of the Bureau of Planning in Indonesia's Ministry of Education and Culture. The project's overall objective is to achieve an effective capacity at the provincial level for planning and managing educational policies and programs that meet each province's specific needs in accordance with nationally defined education objectives. The project provides district and provincial staff with inservice training in subject areas supporting improvement in educational planning and management effectiveness through shared decision-making. The STEPPES training program emphasizes four objectives: (1) a clearly defined concept of bottom-up planning; (2) a simple, practical implementation mechanism; (3) an accurate and smooth information flow; and (4) motivated staff confident of their important decision-making role. The project was based on several assumptions: relevance, active learning, uniformity and diversity, teacher role, and evaluation and feedback. Training policies and steps are briefly summarized. The section of the report titled "Experiences" details program strengths and areas needing improvement. The importance of matching program objectives to adult learning principles is emphasized throughout. (Eight references) (MLH)

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TOWARD DECENTRALIZATION IN EDUCATION: EXPERIENCES OF A STAFF TRAINING PROGRAM IN INDONESIA

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I. INTRODUCTION: General Description of the Project

The STEPPES Project (Strengthening Planning and Management Capabilities in the Provinces in the Educational Sector - INS/85/003) is a four-year staff training effort of the Bureau of Planning, Ministry of Education and Culture (MOEC), Republic of Indonesia. Funding is provided by UNDP and technical assistance by Unesco. The overall objective of the Project is to achieve "an effective capacity at the provincial level for the planning and management of educational policies and programs suited to the specific needs of each province in accordance with nationally defined education objectives" (MOEC, 1986).

Primarily, the STEPPES Project provides inservice training to district and provincial staff in subject areas which support improvement in the effectiveness and efficiency of educational planning and management at all levels through better input and involvement from below. Some overseas training is also provided.

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Training is based upon a thorough survey of planning and management capabilities, and training requirements at the district and provincial levels; and the study of local management and organizational structures. Guidebooks are prepared based upon the training activities to assist in follow-up and dissemination of skills attained through training.

Implementation of STEPPES began in late 1986 with a needs assessment in six provinces and a random sample of 30 of the approximately 300 districts throughout Indonesia. The purpose of the needs assessment was to determine the type and content of training necessary to improve the performance of planners and managers at provincial and district levels. Initially, provincial level planning unit staff members were to be the focus of inservice and overseas training activities. While they remained the primary candidate group for overseas training, the inservice training efforts were refocused to concentrate upon district level planning and management staff.

The planning sub-units at the district level were formally established in 1984/85 and are thus relatively new. They are not used in the same fashion as their counterparts at the provincial level where the planning unit plays a major coordinating role. District staff have less experience as planners and have not received a large amount of specialized training in the techniques of educational planning. Yet increasingly they are required to act as the critical link with the schools and communities in terms of data flow and expression of local needs and priorities.

For these reasons the STEPPES Project decided to focus much of its training on the district level.

This reorientation resulted from three factors: 1) the results of the needs assessment which indicated that the district level staff had fewer years of experience in their jobs than the provincial staff, and had received less training (MOEC, 1987); 2) the emphasis on improvement of "bottom-up" planning where the district was seen as the critical linkage point between local needs and the national policy making; and 3) the view of the leadership of the Bureau of Planning that strengthening the planning and management capabilities of the districts was essential to successful decentralization of educational activities in the future.

Approximately 1,700 persons have received inservice training with over 60 percent being from the district level, thirty persons have attended short study courses overseas; and seven persons are currently in Master's Degree training (six in Australia, and one in the USA). Training materials in over 50 topics have been prepared for training in six general areas: 1) regional planning and microplanning, 2) data management and analysis, 3) management of educational planning, 4) planning for educational quality improvement, 5) cost analysis and resource allocation,and 6) microcomputer applications for educational planning (computer assisted instructional (CAI) modules have been developed). Three guidebooks have also been prepared.

II. TRAINING OBJECTIVES AND STRATEGY

A. Training Objectives

It was anticipated early that the STEPPES Project would provide more than skills training. The project was seen as the implementation mechanism for a long held objective of the Bureau of Planning - to operationalize bottom-up planning in the education sector. In the early 1980's the National Planning Board (BAPPENAS) began implementating the concept of bottom-up planning as a mechanism for indentifying locally relevant development proposals from the villages, and moving the requests up through the hierarchy - Village Resilience Organization (LKMD), and development planning boards (BAPPEDA) - for funding and implementation (Van den Ham and Hady, 1988). The concept has received much support, but development planners are dissatisfied with the information flow from the lower levels. Top-down planning still dominates. Following the lead of BAPPENAS, the Bureau of Planning of the MOEC began seeking more effective bottom-up planning for the education sector and saw the STEPPES Project as the implementation mechanism.

Effective bottom-up planning was seen by STEPPES and the Bureau of Planning as having four prerequisites. First, a clearly defined concept of bottom-up planning was required; second, a simple and practical implementation mechanism was needed; third, an accurate and smooth flow of information (communication system) was necessary; and

fourth, motivated staff who believed that they played a valuable role in the decision making process were needed at each level. Attainment of these four prerequisites became basic objectives of the STEPPES training program.

1. Implementing Bottom-up Planning

To fulfill the first objective, STEPPES worked with the Bureau of Planning to refine the existing concepts (system and mechanism) of integrated annual planning and five-year planning, which for first time became the responsibility of the Bureau of Planning. The previous conceptualization of integrated annual planning involved seven steps:

1. Input of educational data and information;
2. Analysis of data and information;
3. Composing a strategy;
4. Composing a plan and program;
5. Budgeting;
6. Implementation; and
7. Evaluation (Pongtuluran, 1986).

This basic concept was built upon and elaborated to emphasize new approaches to urban and regional planning (Patton and Sawicki, 1986). Techniques were developed and refined for data collection, management and analysis; budgeting; and evaluating. Special emphasis was placed on defining a more practical mechanism for steps 3 and 4, i.e. composition of the strategy, and

composing a plan and program. The result was a process involving:

- data-based problem and needs indentification (focusing upon critical indicators);
- problem verification from other data sources and/or trend analysis;
- problem diagnosis (examination of the causes of the problem);
- indentification of solution alternatives;
- priority setting and selection of alternatives based upon pre-established criteria; and
- preparation of the implementation plan.

This mechanism was instituted as part of the annual integrated planning process carried out by districts and provinces. At the same time a refined, more bottom-up system and mechanism for five year planning was also developed. The new five year planning process required the district to conduct, first, both a qualitative and quantitative evaluation of implementation of the current five year plan, in this case Repelita IV. Second, based upon the results of this evaluation, the district indentified its needs and priorities for the next five years. These needs and priorities were then discussed and refined with planning staff at the provincial level,and a draft provincial five year plan prepared. Finally, these drafts were forwarded to the Bureau of Planning for use

at the national level to prepare the MOEC draft five year plan for approval by BAPPENAS and the Ministry of Finance (MOF).

Upon approval and allocation of funds by BAPPENAS and the MOF for each education and culture program, the district and provinces again entered the process. Based upon the national policy objectives and overall financial allocations for each major program, provinces together with their districts reviewed and redefined their priorities. The redefined priorities were resubmitted to the Bureau of Planning, but this time with specific cost projection and phasing, i.e. estimates of required funding for each program target, and desired timing for fulfillment of the target. Based upon these revised priorities and cost estimates, a five year draft implemenation plan and budget allocation per program for each province was prepared by the Bureau of Planning. The draft was discussed, negotiated and finalized at a national meeting with provincial representatives. It is expected that this process will result in a more realistic and efficient allocation process; and less residual funds in future plans. Evaluation of the success of these more bottom-up approaches will be conducted in the future.

2. Improving the Flow and Accuracy of Data

The second objective of improving the accuracy and flow of data also was addressed in the STEPPES training approach through the bottom-up planning strategy. In the past, the provincial and district planning units acted only as a conduit for data flowing to the center to support decision making. The assumption of the STEPPES strategy was that,if staff in the provinces and districts were required to use the data for their own needs indentification and priority setting, they would be motivated to improve its accuracy, timeliness, management and analysis. In addition to this motivational approach, training was conducted to upgrade skills and introduce new techniques for organization and analysis of data. Through use of "critical indicators" an attempt was made to help planning staff focus upon the most relevant and useful information, rather than try to analyze all of the data being collected.

3. Attitude Change

The last basic objective, changing attitudes, was anticipated to be the most difficult. It is possible for training to bring about a temporary change in attitude and behavior of trainees, but sustaining such change is a challenge. Unless the desired attitude change is reinforced by a changed work environment, it is difficult

to prevent trainees from reverting to their previous habits and perspectives.

Staff members in provincial and district offices have not been encouraged in the past to analyze problems, originate new solutions, or take the initiative for required changes. Yet, successful decentralization necessitates such action. Since basic systematic change requiring new responsibilities of staff was not an available option, two other alternatives were pursued in the STEPPES approach.

It was decided that a reinforcing activity would be provided in the form of a follow-up exercise upon completion of each training series. The exercise would require the participants to use the skills, and/or the new approaches they had learned in training, in a way that reflected the type of activities and initiatives they would be required to conduct in a future, more decentralized, setting. The exercise would be evaluated and the results conveyed to the participants. This reinforcement, although limited, was intended to encourage some change in the perspectives of participants.

A second approach used to reinforce new attitudes was the effort to involve staff at the district and provincial levels in the preparation of the upcoming five year education plan. This activity, previously

accomplished exclusively at the central level, provided an opportunity to show how all levels could contribute productively to true bottom-up planning.

The above mentioned objectives were accompanied by skills training in other basic, and/or newly developed, techniques of educational planning, evaluation, and management.

B. Philosophy and Assumptions of Training

The STEPPES approach was based upon several operational assumptions and teaching/learning philosophies which became policies for the development of training.

1. Relevancy

A basic operational principle of the STEPPES Project is that any training provided must be relevant to current and/or future work responsibilities of the trainees, and be grounded in practical approaches that are easy to implement. The underlying assumption is that unless the techniques introduced are relevant, simple and useful they have little chance of being incorporated into the routine work of planners and managers. Although provision of new and innovative approaches to educational planning and management was an objective of the project, these new approaches were to be presented in a fashion that would allow the participants to understand them quickly, and to apply them to their daily job

responsibilities. Overly theoretical material was to be avoided.

2. Active Learning

To help foster relevancy and practicality, training processes incorporate small group discussion, practical exercises, case studies and other interactive adult learning techniques. This encourages the participants to discuss and adapt information and techniques to their work environments. The work environments of participants in training vary drastically. Some participants come from densely populated provinces where the school population alone is larger than the total population of many countries. Others come from areas where several days travel by boat is necessary for officials to reach the schools. Clearly certain techniques and approaches would be more relevant than others to the participants.

3. Uniformity and Diversity

The project staff realized this diversity had to be acknowledged and responded to in the training program, while at the same time being controlled to ensure uniform output. The Government of Indonesia requires that its population accept basic social principles exemplified in the Pancasila philosophy. Common systems and procedures

are established by the central government to guide action, both within and outside the bureaucracy. Unity and stability are basic goals of the government and are seen as essential for Indonesia to develop rapidly and efficiently. Too much diversity could be detrimental. Adaptation and modification of techniques and approaches must be counterbalanced by the need for consistency and control.

4. Role of the Teacher

Indonesian education is characterized by a hierarchical teacher/learner relationship, even when the learners are adults. Teachers are seen as the source of information and guidance, and students, be they young or old, the recipients. Thus, another assumption was made, namely that the more open, exploratory and self-directed learning of western andragogy, while drawn upon to the extent possible, had to be tempered with the more traditional face-to-face, or lecture approach of Indonesian education. At the same time, instructors had to be of similar or higher rank or status than participants to maintain the culturally appropriate teacher/learner relationships.

5. Evaluation and Feedback

The staff of the project viewed evaluation and feedback as being of critical importance in reinforcing techniques and skills presented in training. Participants should have an opportunity to use their new skills in actual work situations, produce some output using the new techniques, and have that output evaluated so that they could continue to learn from the experience and correct weaknesses. The follow-up exercises to training were designed to provide this opportunity.

C. Training Policies

These philosophies and assumptions led to a number of policies established shortly after the project was initiated (Bernard, 1986). These policies are summarized below:

1. Training objectives must relate directly to the job responsibilities of the participants. Practical training will take precedence over theoretical training. All training will be aimed at simplifying and improving the day-to-day tasks of the participants.
2. Training activities will be designed to draw out and build upon the experience and expertise of participants in the training. Training will emphasize joint exploration of a topic or theme, and sharing of knowledge and skills. Small group discussion, practical field work, role playing and simulation activities will

be emphasized in training.

3. To the extent possible, field staff will be included in both the design and conduct of all training activities, acting as materials development specialists, and as trainers with the purpose of improving the relevance and usefulness of training. Local data, problems and examples will be incorporated into training materials.
4. All training activities will be conducted in consultation with, and drawing upon assistance from other units of the MOEC (primary education, out-of-school education, culture, etc.) as well as units outside the MOEC such as BAPPENAS, Bappeda, the Ministry of Home Affairs and the Office of Education and Culture (Dinas).
5. Foreign consultants will act as technical advisors and resource persons. They can assist in preparation and revision of training materials and design of training activities, but project and field staff must play the primary role in design and conduct of training.
6. All training activities and materials will be evaluated. A program evaluation system will be designed to provide information to project staff on a continuing basis for project improvement. The program evaluation system will build upon and expand the findings of the needs assessment/baseline survey.
7. Overseas training, both long and short-term, will be

provided in topics of direct relevance to the job responsibilities of the individual trainees, and/or to a priority need for improving the effectiveness of planning and management at the national and provincial levels.

8. Training plans will be reviewed annually and revised in discussions held immediately after the UNDP Tripartite Review.

These policies were developed through dialogue and review by all the project staff. The resulting shared perspectives and approach to training helped unify and motivate the staff toward commonly accepted project objectives.

D. Training Development Steps

The STEPPES training development strategy involves eight interrelated steps each building upon the output of the previous stages. These eight steps are described below.

1. <u>Training Needs Assessment and Topic Identification</u>

The first step is to identify the overall theme of the training, the participants and the training topics. This is done by conducting a training needs assessment to specify the most relevant and timely topics and information for the participant group.

The first activity of the STEPPES Project was to conduct a large scale needs assessment among potential training participants at the provincial and district levels (MOEC, 1987). This assessment helped to identify a basic training strategy, major topical areas and/or staffing categories requiring training support.

However, this type of large scale assessment is time consuming and costly. It cannot be repeated continuously. Yet, training needs can change and potential participants must be continually consulted as to what information will be most relevant and useful to them. To fulfill this requirement for ongoing training needs assessment, the STEPPES Project adopted a simple needs assessment technique called "the fishbowl" (Education Department of Victoria, 1985).

Basically, it allows a sample group of training participants to react to, refine, and detail potential training topics and sub-topics without being influenced by outsiders. The technique has been used very successfully by STEPPES on five occasions.

2. Preparation of Training Syllabi

Once topics and sub-topics for training have been identified, project staff and consultants, working with field staff in small groups (one group for each topic), establish the syllabi by discussing and defining the

content of each lesson and its objectives. These syllabi also specify the training resources to be used, training methods, expected output, and general time allotment for each topic and sub-topic. A short intensive workshop of four to six days duration is sufficient for completion of the fishbowl needs assessment technique, and the syllabus design.

3. Drafting of Training Materials

Training materials are drafted based upon the content specified in the syllabi. Small teams of two or three persons - content experts, consultants, project and field staff - are assigned to each topic. Drafting of training materials usually takes one to two months.

Although teams follow the syllabi guidelines for drafting material, they sometimes prepare overlapping or even non-complementary training material because they work independently. An important step in the materials preparation phase is careful editing during the review and revision process to identify inconsistencies.

4. Revision of Materials and Training of Trainers

The review, revision and editing of the training materials actually takes place during a training of trainers workshop. This approach has been found by the STEPPES Project to be very useful for improvement of the

training materials and the competence of the trainers. Because they take part in the materials review and revision process, the trainers feel a greater commitment to their teaching. Understanding of the content is also enhanced.

Trainers are recruited primarily from field staff of the provincial planning units, with the addition of experienced staff members from other units such as Pusdiklat (staff training center), the Bureau of Planning, operational units of the MOEC, BAPPENAS, Dinas, etc. In the training of trainers workshop the trainers,together with the writers, review the materials, revise and rewrite if necessary, and decide upon training methods to be used.

Once the materials are revised, the syllabi are updated, and the trainers prepare their lesson plans and visual aids. The lesson plans detail what will be covered in each 45 minute training period. Points to be highlighted, questions to be discussed by participants, and descriptions of exercises are included in the lesson plans. The training of trainers workshop usually is accomplished in four to six days of intensive small group work.

5. Implementation of Training

Training is conducted at regional training centers - Medan, Bandung, Surabaya and Ujung Pandang. Medan handles participants from the eight provinces of Sumatera; Bandung covers West and Central Java, Jakarta, Yogyakarta, and East Kalimantan; Surabaya participants are from East Java, Kalimantan, Bali and Nusa Tenggara Barat (NTB); and participants in Ujung Pandang come from four provinces of Sulawesi and the six eastern provinces. Participants are divided into teaching groups of approximately 25 persons each. One training center handles about 75 participants or three groups. With four centers operating 300 persons can be trained during programs which run concurrently. Training topics can be presented in sequence (specific order) or non-sequentially. The latter is easier to schedule and requires fewer trainers. A typical training day consists of ten 45-minute training periods from 0730 to 1730. Evening periods are sometimes scheduled. Training is usually of two or three weeks duration. Often a workshop is scheduled during the last several days of training.

Group discussions, case studies, practical field exercises, and simulations are interspersed with more traditional presentations and question and answer sessions. However, small group discussion provides the basic context for training. Efforts are made to draw out

and benefit from the experience of the trainees. Discussing the constraints, problems, and other realities of planning and management of education at the local level helps make the training as "real" as possible.

6. Follow-on Reinforcement Exercise

A hands-on exercise applying the skills and knowledge learned in training is conducted by the participants when they return to their workplace. This approach has been found to be valuable as reinforcement for training and providing practical experience for participants. The exercise is designed to relate directly to the job responsibilities of the participants at the current time, or desired for the immediate future. The exercise is also designed to provide useful or required information for the provinces and Bureau of Planning.

The exercise lasts from two to three months after training. Participants are required to submit to STEPPES on exercise report where it is evaluated by the project staff. The results of the evaluation are "fed back" to participants and their respective institutions.

7. Evaluation and Review

Evaluation of three types is used. Formative evaluation of two types is conducted for improvement of

training content and procedures. Training methods and materials are reviewed and revised based upon feedback from participants immediately after training. A short format is completed by participants combining Likert type scaling with open ended comments and suggestions. Evaluation and review of the products of the follow-on exercise also provides a second type of evaluative information for improving delivery of training.

An impact evaluation is also planned for the final year of the project. This summative evaluation will be carried out in coordination with a management study conducted by a sub-contractor to the STEPPES Project.

8. Preparation of Guidebooks

Selected training materials, and/or the products of the participants' follow-on exercise, are revised and modified into guidebooks, manuals or other publications, and distributed nationwide to MOEC offices, IKIP, universities and others. Using the results of the evaluation of the follow-on exercise, certain participants (those with the best products) are invited to assist STEPPES Project staff to prepare these publications. This technique is used as a motivational tool for the participants in the follow-on exercise, as well as to help ensure that the guidebook and manuals are relevant and practical.

III. EXPERIENCES

The Objectives and Strategy

Any training program designed for adults must have content that is realistic and important to the needs of participants in the program. Adults learn, and retain more readily information which they can use to perform their duties (Moyle, 1986). The STEPPES Project has endeavoured to ensure that this is a guiding principle while having in mind the future development of the MOEC. Presentation of content has been made using a systematic learning approach commencing with a needs assessment which is followed by procedures to develop content and to present it appropriately. A follow-up, work-related exercise is prescribed, which is evaluated to provide feedback to participants, and to establish the basis for preparing a practical guidebook. Moreover, every effort has been made to incorporate adult learning techniques.

1. Strengths

a) The programs developed and implemented integrate both the needs of the MOEC, and of the various target populations of the Bureau of Planning. The emphasis in the content and practical outcomes of the programs have shifted over time to reflect changes in direction of national policy. In fact a major training output of some programs has been the contribution to national policy formulation.

At all major points during the development and implementation of each program legitimation is provided by

the review, signature or presence of high ranking personnel such as the Secretary General or heads of various bureaus. The total process therefore engages a large number of persons ranging across the various sections of the MOEC with senior central officers becoming known personally to those being trained from offices spread throughout the Indonesian archipelago.

b) The eight-phase development strategy benefits from two major strengths. Firstly, it has been logically conceived in the consensual mode, and is fully implemented; and secondly, it has the strong support of, and commitment from senior officers of the MOEC and BAPPENAS. The strategy is dynamic, each phase being revised and reviewed at appropriate intervals in consultation with field staff, and following both subjective and objective evaluation.

c) The size of the group taught varies from 20 to 25 persons. This level enables comfortable didactic teaching methods to be used, with individual questioning, and some general discussion. However, unless consciously planned activities in small groups are used, knowledge sharing and peer teaching/tutoring is not readily undertaken.

d) The writing and refinement of training materials has provided the opportunity to ensure that trainers are familiar with content, develop detailed learning objectives, incorporate practical material and include

activities to promote learning wherever possible.

The writers and trainers are senior personnel who are either working directly in the field, or have had recent comprehensive field experience. To the extent possible these persons are guided towards using teaching/learning approaches which acknowledge that traditional didactic modes of teaching must be tempered by activity learning which more directly involves participants. The evaluation documents completed by trainees indicate a higher degree of acceptance of presentations which incorporate a variety of teaching/learning procedures.

e) The objectives, major components, and implementation of the programs have been guided by initial and ongoing needs assessments. This has helped to ensure the reaction and interaction of a wide range of personnel with a particular focus on representatives from the target populations, whose involvement is essential for identification of relevant training topics. Different perspectives on policy and content are also integrated in the training materials, and the personal interactions give many opportunities for wider exchanges about, and understandings of, the MOEC's policies and operations.

f) The programs are delivered to the trainees during a two to three week period in residence. Most participants are

therefore withdrawn from the immediate surroundings and influences of their workplace. In the choice of living and educational venues in the cities designated as training centres every effort has been made to provide participants with comfortable living conditions. Based upon the evaluative feedback from participants it appears they have appreciated the optimal learning and living conditions that have been provided. This has been most noticeable in their dedication and application to the heavy workloads given.

g) The most substantial opportunity for skill development is the major practical exercise which all participants must complete following their particular program. This exercise is carefully planned to have direct relevance to a fundamental aspect of day-to-day planning and/or management of operations. This follow-up exercise serves several valuable purposes. It provides a tangible, work-related opportunity for participants to practise skills and knowledge learned during the training programs; it gives participants a chance to share knowledge, skills, and information with other staff; it provides project staff with some indications of teaching/learning effectiveness; and its evaluation and feedback gives reinforcement and encouragement to participants.

h) Trainers, anxious to know how participants have reacted to their presentations, encourage general comments to be made

which point them toward the use of more appropriate learning approaches. When objectives and syllabus detail are being planned for subsequent programs, reference can be made to teaching approaches favoured by previous participants, thereby influencing the modes of presentation in subtle ways. Evaluation documents which the trainees fill out for the project consistently rate topics and trainers highly for presentations which have a judicious mixture of conceptual input and related modes of activity learning.

i) A proportion of the trainers and trainees in each program is drawn from other sections of MOEC and outside agencies. This encourages inter-sectoral cooperation and understanding, and it demonstrates to others the utility of the training model, its philosophy and its objectives.

j) Another component of the training philosophy is that key senior personnel must receive additional training and have their horizons broadened through short and long term training programs overseas. They can thereby make added contributions to their workplace, and become valuable members of the project's cadre of trainers, bringing in fresh ideas. A particular example is the syndicate method used in a senior management program in Australia in which small groups have full responsibility for their own learning about a topic. The group is responsible for

planning the content, seeking data, using group and outside expertise, managing time, delegating tasks and integrating material to provide a final report. The approach was modified and subsequently incorporated into the project's training program.

2. Areas for Improvement

a) Training in skills during the programs is often subordinated to the didactic teaching approach which is prevalent. The cultural expectation of both trainers and trainees is for lecture style presentations. As yet, the training of trainers phase does not adequately address the need to change trainers' attitudes for their roles as adult educators. With a balance of teaching approaches favouring the didactic method, participants find themselves having to accept a relationship of dependence upon the visiting "expert". While this may be necessary at the beginning of some topics, sufficient opportunities or time are often not given to small group and individual activities. Teaching/learning approaches which incorporate these activities enable participants to move from initial dependence to independence. This, in turn, ensures that participants feel a stronger sense of achievement, and a confidence to change on the job behaviours.

b) While there are indications gained subjectively from observations and discussion with the participants that many undergo a shift in attitude, firm evaluative procedures both at the training site and in the workplace have not yet been implemented to substantiate these indications. It is safe to conclude that any substantial attitude shifts or heightened enthusiasm for work activity resulting from the training will be tempered if the formal structures and role expectations of the workplace have not changed.

c) For various administrative reasons the full potential of "bottom-up" planning has not yet been realized, and the knowledge and skills obtained by participants are not always reflected in new or extra responsibilities. The process of decentralization has not caught up with the level of preparedness of those who have been trained to undertake the higher order responsiblities which are expected to be devolved.

d) Procedures have not yet been suggested for training of new staff who replace those who move on for various reasons. Certainly the project's guidebooks and computer assisted training modules will be important resources to ensure that the level of knowledge, competence and confidence are retained. The fact remains, however, that no provision has been made for training as a continuous process.

e) Although behavioural outcomes are specified for the plans of the various lessons which comprise each topic, the degree of behavioural change as a formal outcome is difficult to evaluate because job descriptions are not uniformly available for the personnel being trained. The training programs are developed on the basis of needs, but these are related in a general, rather than a specific way to the task the trainees must perform. In other words, the many component parts which make up the job of the trainees have not been analyzed. In addition, no formal feedback has been sought from trainers about the extent to which the behavioural objectives of their presentations have been achieved.

f) Training site leadership and coordination varies according to the motivation and capacities of the individuals involved on the local steering committee. Sometimes responsibilities of a kind for which they are not fully prepared are left to these on-site personnel and, because lines of communication are long, their responsibilities are not always fulfilled. This is evident in such examples as furniture arrangements at the training site which often reflect the purposes of hotel staff rather than the needs of adult learners. The facilitation of learning, which can be given by such simple matters as furniture arrangement, is also often limited by the type of furniture available.

g) Training materials are developed by topic teams. In spite of best efforts, and refinement processes, some overlap occurs. This is not crucial,however, and does enable the interrelationships between topics to be demonstrated.

h) The schedule for each training program is tightly organized into "teaching hours" of forty-five minutes duration. Participants might benefit from time being built in for "directed" and "self-directed" activities. This would provide the participants with unstructured time to reflect upon, and talk informally about topic content.

i) The training scheme takes considerable time to complete its cycle. Because of the number of training programs implemented, several of the cycles are running concurrently, but in different phases. This density of work commitment sometimes delays certain phases, e.g., evaluation and review, and preparation of guidebooks. It also means that counterpart local staff, many of whom have other work commitments, must undertake project work within time limits that sometimes precludes their involvement in detailed completion of some phases, e.g., editing of course materials.

j) Too many trainers are used so that the participants are constantly bombarded with new material presented by new faces. Consolidation of some topics so there is a more

continuous presence of trainers might be advantageous. The work presented can then be integrated and paced better, and the participants might develop a more personal, receptive attitude towards the individual trainers. With less trainers, each of whom stays longer at the training site, assesement of the level to which training objectives are met could be achieved.

In general therefore improvement should be attempted by those engaged in program development and presentation in their commitment to, and understanding of adult learning principles as they might relate, in modified form, to the Indonesian context. It should be accepted that adult learners bring experience, attitudes and values to a program. These must often be modified and re-intergrated in accordance with all that is communicated, both formally and informally, by trainers and participants alike. From this process a higher order of knowledge and understanding is gained by the participants. Before this can occur each participant must undertake a critical self-examination if substantial behavioural changes are to occur. Sometimes this can be very stressful for the participant whose past patterns of behaviour are being challenged. Program design, content and implementation should reflect an understanding of this factor.

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ABSTRACT

A UNDP/Unesco assisted staff training program in Indonesia is reviewed with regard to its effectiveness in supporting decentralization in the education sector. The policy and conceptual base upon which the program was founded, and the assumptions underpinning the training strategy of eight interrelated steps are detailed. The strengths and weaknesses of the training approach are examined for their impact upon "bottom-up" planning procedures in the educational sector, increased involvement of field staff in annual and five year planning, and improvement of planning and management capabilities.